NPS Form 10-900 OMB No. 10024-0018

United States Department of the Interior
National Park Service

NATIONAL REGISTER
LISTED

APR 16 2008

National Register of Historic Places Registration Form

This form is for use in nominating or requesting determination for individual properties and districts. See instruction in *How to Complete the National Register of Historic Places Registration Form* (National Register Bulletin 16A). Complete each item by marking ``x" in the appropriate box or by entering the information requested. If an item does not apply to the property being documented, enter ``N/A" for ``not applicable." For functions, architectural classification, materials and areas of significance, enter only categories and subcategories from the instructions. Place additional entries and narrative items on continuation sheets (NPS Form 10-900a). Use a typewriter, word processor, or computer, to complete all items.

1. Name of Property

historic name Sim Park Golf Course Tee Shelters

other names/site number Sim Park Golf Course Tee Shelters

2. Location

street & number 2020 W. Murdock Street [N/A] not for publication

city or town Wichita [N/A] vicinity

state Kansas code KS county Sedgwick code 173 zip code 67203

3. State/Federal Agency Certification

As the designated authority under the National Historic Preservation Act, as amended, I hereby certify that this ☒ nomination ☐ request for determination of eligibility meets the documentation standards for registering properties in the National Register of Historic Places and meets the procedural and professional requirements set forth in 36 CFR Part 60. In my opinion, the property ☒ meets ☐ does not meet the National Register criteria. I recommend that this property be considered significant ☐ nationally ☐ statewide ☒ locally. (☐ See continuation sheet for additional comments.)

Patrick Zollner DSHPO 2/29/08

Signature of certifying official/Title Date

State or Federal agency and bureau

In my opinion, the property ☐ meets ☐ does not meet the National Register criteria.
(☐ See continuation sheet for additional comments.)

Signature of certifying official/Title Date

State or Federal agency and bureau

4. National Park Service Certification

I hereby certify that the property is: Signature of the Keeper Date of Action

☐ entered in the National Register
☐ See continuation sheet.
☐ determined eligible for the National Register
☐ See continuation sheet.
☐ determined not eligible for the National Register.
☐ removed from the National Register
☐ See continuation sheet.
☐ other, explain
☐ See continuation sheet.

Sim Park Golf Course Tee Shelters
Name of Property

Sedgwick County, Kansas
County/State

5. Classification

Ownership of Property
(Check as many boxes as apply)

[ ] private
[X] public-local
[ ] public-State
[ ] public-Federal

Category of Property
(Check only one box)

[X] building(s)
[ ] district
[ ] site
[ ] structure
[ ] object

Number of Resources within Property
(Do not count previously listed resources.)

Contributing	Noncontributing	
0	0	buildings
0	0	sites
3	0	structures
0	0	objects
3	0	Total

Name of related multiple property listing.
(Enter "N/A" if property is not part of a multiple property listing.)

New Deal-era Resources of Kansas

Number of contributing resources previously listed in the National Register.

0

6. Function or Use

Historic Function
(Enter categories from instructions)

LANDSCAPE: street furniture/object

Current Functions
(Enter categories from instructions)

LANDSCAPE: street furniture/object

7. Description

Architectural Classification
(Enter categories from instructions)

OTHER

Materials
(Enter categories from instructions)

foundation CONCRETE
walls STONE: limestone
roof SYNTHETICS
other WOOD

Narrative Description
(Describe the historic and current condition of the property on one or more continuation sheets.)

Sim Park Golf Course Tee Shelters
Name of Property

Sedgwick County, Kansas
County/State

8. Statement of Significance

Applicable National Register Criteria
(Mark "x" in one or more boxes for the criteria qualifying the property for National Register listing.)

[X] **A** Property is associated with events that have made a significant contribution to the broad patterns of our history.

[ ] **B** Property is associated with the lives of persons significant in our past.

[ ] **C** Property embodies the distinctive characteristics of a type, period, or method of construction or represents the work of a master, or possesses high artistic values, or represents a significant and distinguishable entity whose components lack individual distinction.

[ ] **D** Property has yielded, or is likely to yield, information important in prehistory or history.

Criteria Considerations
(Mark "x" in all the boxes that apply.)

Property is:

[ ] **A** owned by a religious institution or used for religious purposes.

[ ] **B** removed from its original location.

[ ] **C** a birthplace or grave.

[ ] **D** a cemetery.

[ ] **E** a reconstructed building, object, or structure.

[ ] **F** a commemorative property.

[ ] **G** less than 50 years of age or achieved significance within the past 50 years.

Narrative Statement of Significance
(Explain the significance of the property on one or more continuation sheets.)

Areas of Significance
(Enter categories from instructions)

SOCIAL HISTORY

Periods of Significance

Ca. 1935-1939

Significant Dates

N/A

Significant Person(s)
(Complete if Criterion B is marked above).

N/A

Cultural Affiliation

N/A

Architect/Builder

Unknown/NYA

9. Major Bibliographical References

Bibliography
(Cite the books, articles and other sources used in preparing this form on one or more continuation sheets.)

Previous documentation on file (NPS):

☐ preliminary determination of individual listing (36 CFR 67) has been requested
☐ previously listed in the National Register
☐ previously determined eligible by the National Register
☐ designated a National Historic Landmark
☐ recorded by Historic American Buildings Survey

#

☐ recorded by Historic American Engineering Record

#

Primary location of additional data:

☒ State Historic Preservation Office
☐ Other State Agency
☐ Federal Agency
☒ Local Government
☐ University
☐ Other

Name of repository:
Wichita Parks & Recreation Department
Wichita Historic Preservation Office

North Riverside Park Comfort Station
Name of Property

Sedgwick County, Kansas
County/State

10. Geographical Data

Acreage of Property less than 1 acre

UTM References
(Place additional UTM references on a continuation sheet.)

1. (NAD27)
Zone 14 Easting 644001 Northing 4173930

2.
Zone 14 Easting 644028 Northing 4173408

3.
Zone 14 Easting 644113 Northing 4173852

4.
Zone Easting Northing [ ] See continuation sheet

Verbal Boundary Description
(Describe the boundaries of the property on a continuation sheet.)

Boundary Justification
(Explain why the boundaries were selected on a continuation sheet.)

11. Form Prepared By

name/title Deon Wolfenbarger, Historic Preservation Consultant
organization Three Gables Preservation date August 7, 2006
street & number 320 Pine Glade Road telephone 202-258-3136
city or town Nederland state CO zip code 80466

Additional Documentation

Submit the following items with the completed form:

Continuation Sheets

Maps
A **USGS map** (7.5 or 15 minute series) indicating the property's location.
A **Sketch map** for historic districts and properties having large acreage or numerous resources.

Photographs
Representative **black and white photographs** of the property.

Additional Items
(Check with the SHPO or FPO for any additional items)

Property Owner

(Complete this item at the request of SHPO or FPO.)

name City of Wichita Parks & Recreation Department
street & number City Hall, 11th Floor; 455 N. Main telephone 316-268-4361
city or town Wichita state Kansas zip code 67202

Paperwork Reduction Act Statement: This information is being collected for applications to the National Register of Historic Places to nominate properties for listing or determine eligibility for listing, to list properties, and to amend existing listings. Response to this request is required to obtain a benefit in accordance with the National Historic Preservation Act, as amended (16 U.S.C. 470 *et seq.*

Estimated Burden Statement: Public reporting burden for this form is estimated to average 18.1 hours per response including time for reviewing instructions, gathering and maintaining data, and completing and reviewing the form. Direct comments regarding this burden estimate or any aspect of this form to the Chief, Administrative Services Division, National Park Service, P.O. Box 37127, Washington, DC 20013-7127; and the Office of Management and Budget, Paperwork Reductions Projects (1024-0018), Washington, DC 20503.

SUMMARY

The Sim Park Golf Course Tee Shelters are located in Sim Park, an approximate 181 acre tract located in Wichita, Sedgwick County, Kansas. The park is located in a bend on the west side of the Arkansas River between 13th and Central. The public golf course is located on the east side of the park along N. Amidon Street. The tee shelters are examples of "social and recreational" facilities discussed in Section F of the Multiple Property Documentation Form "New Deal-era Resources of Kansas" (hereafter referred to as "MPDF"). The stone tee shelter structures show the influence of Rustic Park Architecture in their design, as evidenced by their stone construction, buttressed base, and exposed rafters and beams. The shelters retain a high degree of integrity in all areas of consideration.

ELABORATION

The Sim Park Golf Course Shelters are located on the 13, 15, and 18 tees of the Sim Park golf course. The municipal golf course is an 18-hole regulation length course, with 6,330 yards of golf from the longest tees for a par of 70. The course rating is 70.5 and it has a slope rating of 119 on Bermuda grass. The fairways are tree lined, and the bent grass greens are well bunkered. The rolling terrain provides moderate difficulties for the average golfer, as well as panoramic views of the surrounding area. The course was designed by Morris Richard Perkins, and first opened in 1919.

The number 15 tee shelter is approximately 180 feet northeast of the northeast corner of W. Murdock Avenue, and is about the same distance from a metal maintenance building located at a bend in this street. It is located in a small grove of deciduous trees, which encircle the shelter on three sides with the north end open towards the fairway. A line of trees extends a short distance along the east side of the grassed tee. The number 18 tee shelter is located at the north end of the 18th tee, near Sim Park Drive. The number 13 tee shelter is situated west of this, on the east side of the 13th tee.

The tee shelters are about 14.5 x 6 feet at the base, with side gable roofs extending a greater distance on all sides. Each shelter has two supports at each end, which are constructed of quarry-faced coursed ashlar limestone. They are large tapering square posts, set on integrated rectangular piers with additional buttresses at either end, which in turn are set on poured concrete foundations. Three large beam supports for the bench extend through the stone piers about a foot from the base and have rounded ends. Located between the stone posts is a flat bench, about 5 x 7.5 feet, that replaces the original design which featured two benches with seat backs facing opposite directions.

The two stone columns pierce the ridge of the side gable roof, which is sheathed in tabbed composition shingles. The roof structure has massive beams and supports considering the size of the shelter, with two set within the limestone columns at each end. The overhanging eaves have exposed rafter tails, and both rafters and beams have curved ends.

The tee shelters are excellent example of a small structure influenced by *Rustic Park* architecture. The Rustic style is typically associated with buildings and structures built by the National Park Service (NPS) and the U.S. Forest Service. Its principles were based on the use of native materials and indigenous or "frontier" forms and construction methods. The basic design principles included the use of indigenous and native materials, adaptation of indigenous or frontier methods of construction, and construction of buildings with low silhouettes and horizontal lines.[1] This design philosophy, coincidentally, meshed with the goals of the New Deal work relief programs. Rustic park architecture was meant to provide simple pragmatic solutions, following both function and nature. Federal work relief projects were also simple and functional. The use of native materials in many instances may have been an adaptation out of necessity, and not choice, but it happily was reflected in buildings that reflected their natural surroundings. The NPS's principle of adapting indigenous or "frontier" construction methods (including the use of primitive tools), coincided with Depression-era goals for relief construction projects. The objective of the WPA was to put as many people back to work as possible. This meant using hand tools instead of power tools wherever possible, and using hand labor instead of equipment. Both in NPS rustic and WPA construction, this affected the patterns of masonry and design of bridges, culverts, and buildings. As popular as this style was during the period and with many New Deal agencies, only three documented extant New Deal projects utilized this style: the Linwood Park North Shelter House, the footbridge at College Hill Park, and the tee shelters.

The tee shelters retain a high degree of integrity in all areas of consideration. Alterations include the removal of a small stone water fountain at the number 15 shelter, replacement of wood shingles on the roofing, and changing the double seats with backs to a single bench. The primary character-defining features of the style – the massive stone columns, roof beams and rafters, and overhanging eaves – remain intact. The masonry work, in particular, is associated with the hand labor and craftsmanship associated with New Deal work relief projects.

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[1] Linda Flint McClelland, *Building the National Parks* (Baltimore: Johns Hopkins University Press, 1998) 394-396.

SUMMARY

The Sim Park Golf Course Tee Shelters are significant under Criterion A in the area of ***Social History***. The tee shelters are associated with the historic context outlined in the Multiple Property Documentation Form "New Deal-era Resources of Kansas" (hereafter referred to as "MPDF"). The context discusses the effect of the series of programs enacted by Franklin Roosevelt's administration during the Great Depression to provide relief, reform and recovery for the nation. These programs were collectively known as the "New Deal." Wichita and particularly the surrounding agricultural region were affected by not only the economic and agricultural depressions, but the drought and resulting Dust Bowl years during the "dirty thirties." A multitude of New Deal programs gave relief for the citizens of Wichita; some of these programs provided employment working on the construction or maintenance of public works projects. In Wichita, these work-relief projects ranged from the huge Ackerman Island removal project to painting and landscaping. The tee shelters are representative of the myriad small projects that furnished jobs for the unemployed of Wichita, while at the same time providing much needed maintenance and construction work for the development of Wichita's park system. Their construction is attributed to the National Youth Administration; as such, they are the only recorded extant resources in Wichita built by this New Deal program which was geared towards the youth of America during the Depression. The period of significance is ca. 1935 through 1939, the estimated time of construction.

ELABORATION

The land for Sim Park was donated to the city in 1917 by Coler and Nellie Sim as a memorial to their son, Arthur B. Sim. At just over 181 acres, it remains today as the largest park tract donated to the city. L. W. Clapp was responsible for the basic arrangement of use areas in Sim Park, as well as for the general park philosophy of the city during the early twentieth century. Located on the banks of the Arkansas River, the adjacent land was left natural with areas of open grass, woods, and sand dunes, with a few picnic area and campsites scattered throughout. An 18 hole golf course was laid out on the east side, and a parkway encircled the entire park, allowing drivers to view the variety of natural scenery as well as the links. Lewis William "L.W." Clapp arrived in Wichita during the boom years of the 1880s, and helped form a successful farm loan business. From 1917, he

L. W. Clapp

devoted himself to civic improvements for Wichita. Clapp served as Wichita's mayor from 1918-1919, City Manager from 1919-1921, and as President of the Board of Park Commission from 1921 until his death in 1934.[2]

Clapp was not only responsible for much of the early development of Sim Park, but he also initiated the parks department's dependence upon the New Deal to fund the vast majority of maintenance and development projects in Wichita's parks during the 1930s. He was followed by Alfred MacDonald, who became Director of the Parks and Forestry Department and the Board of Park Commission after Clapp died. Like Clapp, MacDonald also served as City Manager from 1939 to 1941. MacDonald had been brought to Wichita in 1920 by Clapp to organize the City Forestry Service, and shared his landscape aesthetic in park design.[3] Also like Clapp, he continued the parks department's reliance on New Deal work relief programs to not only maintain the parks, but to continue their development during the Depression.

The New Deal in Wichita

Wichita had enjoyed a decade of prosperity and growth during the 1920s. It was not unusual, then, to find that few residents in Wichita were overly concerned with the stock market crash of 1929. As Nestor Weigand noted later, "the big cities were oriented to buying stocks, we weren't and there weren't a lot of local companies issuing stock."[4] Wichita was always an optimistic city, and the 1920s had been a decade replete with that optimism. And why not? The booming growth of that decade was shared by nearly every sector of the city's economy: housing, business, and new industries, not the least of which was aviation. Although the surrounding agricultural area had suffered during the 1920s, this too was slowly improving by the time of the stock market crash. Even in 1930, there were few signs that the impending nationwide economic catastrophe would eventually affect Wichita. That would soon change. Employees began to be laid off in the early 1930s as companies experienced declining profits. At the beginning of 1932, there were 500 employees of Wichita's Coleman Lamp and Stove Company, which was about

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[2]Pamela Kingsbury, "Historic Wichita Parks Survey Report," (2003) 4.

[3]Ibid., 5.

[4]Craig Miner, *Wichita: The Magic City* (Wichita: Wichita-Sedgwick County Historical Museum Association, 1988) 177.

half the number it employed just a few years ago.[5] Other companies would not weather the economic crisis, and when forced into bankruptcy, all of their employees were added to the unemployment rolls. The aviation industry, which seemed so promising for Wichita's future just a few years ago, was suffering. Foreclosure judgement on the Swallow Airplane Company buildings, land, and equipment was granted in October 1932 on the basis of overdue promissory notes owed Russell Moore, Wichita capitalist.[6] Other transportation-related companies were suffering as well. The Wichita Transportation Company began operating at a deficit in 1930, the first year of the Depression. The Frisco Railroad went into receivership in November 1932, and at the end of March 1933, the Missouri Pacific Railroad filed for bankruptcy.[7] In an attempt to avoid the same result, passenger fares on the Arkansas Valley Interurban railway were reduced in April 1933 from 3.6 cents per mile to 2.5 cents per mile, and the Yellow Cab Company reduced its fares in 1932 and dropped its charge for extra passengers.[8]

Wichita workers that did not lose their jobs saw either their pay or hours reduced. When the Wichita Transportation Company proposed reducing the wages of bus drivers and street car motorman by five cents an hour in 1932 and refused to negotiate, the employees took their complaints to the city commission.[9] By contrast, Wichita school teachers, who had taken a ten percent pay cut at the start of the contract year for 1932-1933, voluntarily offered in February 1933 to take a further ten percent cut for the remainder of the contract year in order to keep their jobs.[10] Salaries at the Municipal University of Wichita were also cut by ten percent in 1930, and twenty percent in 1931.[11]

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[5] *Wichita Eagle* (7 January 1932) 5.

[6] Ibid., (7 October 1932) 5.

[7] Ibid., (2 November 1932) 1; (1 April 1933) 1.

[8] Ibid., (31 March 1933) 3; (3 April 1932) 5.

[9] *Wichita Beacon* (29 March 1932) 10.

[10] *Wichita Eagle* (7 February 1933) 5.

[11] Miner, 177.

Agricultural conditions in the region surrounding Wichita worsened in the early 1930s as well. In fact, agriculture during the 1920s never really experienced the same growth as other segments of the economy. The first World War had inflated wheat prices in the United States, in part due reduced foreign competition coupled with an increased demand. Once the war began, the federal government guaranteed wheat prices at over two dollars a bushel — more than double that of the richest boom year prior to that time. These prices however, created an artificial norm against which farmers would subsequently compare their situation. The 1920s also witnessed a quickening in the pace of farm mechanization throughout the states of the Midwest and Great Plains. More and more farmers turned to machines to facilitate the cultivation of their fields, and more significantly, to bring even more acres under the plow in order to take advantage of high wheat prices by expanding their production. With the eventual resumption of agriculture in Europe after World War I, wheat prices declined dramatically. Farmers felt that the only way to make ends meet was to once again increase their acreage. Technological innovations in the 1920s, including the one-way disc plow invented by a Kansas farmer, allowed farmers to plow under even greater amounts of sod for wheat cultivation. These new plows, along with mechanized tractors and combines and finally the additional acreage, were all expensive to purchase. Most farmers during the twenties had to rely on creative financing in an attempt to plow more acres of wheat, with the hope they could eventually come out ahead.[12] With persistence and a favorable weather cycle, though, wheat prices were beginning to rise by the time of the stock market crash, although prices still had not reached their war levels.

After the crash, prices for all agricultural products began to decline in 1930. More significant for agriculture on the Great Plains was the severe drought that began in 1931 and lasted nearly a decade; this led to the collapse of farm prices nationwide. The drought did not affect the wheat production totals in the state in 1931, which was the largest crop in history until 1947, but price per bushel of 33 cents was the lowest on record. The following year, the number of statewide barrels dropped fifty percent due to both low prices and the poorest planting conditions in years. The drought conditions worsened in 1933, and the state average yield per acre was 9.1 bushels, the lowest in 38 years. The total wheat production was the smallest since 1917.[13] As a large segment of Wichita's economy was dependent upon the success of the wheat crops, these

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[12]Mark D. Hersey, "Dust In The Wind," *KansasHistoryOnline*, ed. Henry J. Fortunato, [5/27/2004], Hall Center for the Humanities, <http://www.kansashistoryonline.org/ksh/articlepage.asp?artid=104> (26 June 2006).

[13]Kansas Department of Agriculture & U.S. Department of Agriculture, *Kansas Wheat History* (Topeka, KS: Kansas Department of Agriculture, Statistics Division, November 2004) 6-7.

statistics further impacted the local economy. Wheat prices in Wichita reflected the national and statewide trends, with the price of wagon wheat in Wichita dropped to its lowest prices in 1931 and 1932, where it ranged from 26 to 34 cents per bushel.[14] The drought affected livestock as well, with livestock receipts in Wichita dropping in 1931 to 906,781 head, compared with 1,056,214 in 1930.[15]

With almost all segments of the economy affected by the Depression, there was naturally less revenue coming into the city's coffers. Delinquent taxes and reductions in revenue cut the city's income by nearly one half million in 1931 and 1932. Any consideration of improving or building new civic projects, or even maintaining the city's infrastructure was put on hold until other funding sources could be found. Even that was not enough to cover the loss in revenues. In order to remain solvent, the city eliminated jobs and reduced the wages of those employees that remained by twelve to twenty percent.[16]

For those residents that lost jobs, either private or public, some relief was provided by local governments or charity. Prior to the establishment of any federal relief programs, the city, county and community chest provided over 53,000 man days of work for Wichita residents. Due to the extreme demand for assistance, this relief work was restricted to married men who had resided in the city for at least a year and who had no other source of income. The unemployed were allowed two days of work a week at a wage of $2.25 a day. The city also sponsored "tag days" to allow the unemployed to work off debts for necessities. Private charities tried their best to provide assistance, although their funds were also stretched to the limits due to the Depression. The Lions Club and Salvation Army erected apple stands on street corners for the unemployed, but it was unlikely that this provided much aid to families during this crisis.[17] A record number

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[14] *Wichita Eagle* (21 June 1936) 7.

[15] Ibid., (1 January 1932) 2.

[16] Miner, 180.

[17] Ibid., 180.

of unemployed was recorded in Wichita at the start of 1932, and reports of suicides began to dominate the local newspaper headlines.[18]

Although Wichita tried to meet the needs of local citizens, the scope of the economic and agricultural crises was beyond the city's means to solve. It would require measures from the state and national levels. At first, though, the responses from both were generally weak or ineffective. Kansas' state constitution contained legislation that precluded it from caring for the poor. Cities and towns in the state could divert funds from their budgets for work relief, but were not allowed by law to appropriate any money for direct relief. Although nearly two million dollars had been raised in 1931 by the state's counties for poor relief, by the end of the summer of 1932, all of these funds were depleted.[19] Governor Woodring formed the Kansas Federal Relief Committee in July 1932 (later renamed the Kansas Emergency Relief Committee, or KERC), but it was formed primarily as a conduit for any federal funds that may be furnished to the state. In effect, the state turned to the federal government for help.[20]

Nearly three years after the onset of the national Depression, President Hoover finally signed the Emergency Relief and Construction Act. This act, which provided federal loans to the states to finance the construction of public works, failed to provide much relief to Kansas or the nation. The Depression, which had now expanded worldwide, combined with the effects of the drought, eventually brought Wichita's growth to a standstill. For the first time in memory for many Wichita residents, the population decreased, although slightly. The assessor recorded a decrease in the county's population in 1931, the State Board of Agriculture reported that the city lost 2599 in population from 1932 to 1933; the Chamber of Commerce naturally disputed the figure, perhaps hoping to keep further bad news about the economic situation from the residents.[21]

In these desperate times, Americans would eventually turn to the federal government for assistance. They would not be disappointed. Over the next decade, federal government agencies

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[18] R. M. Long, *Wichita Century: A Pictorial History of Wichita, Kansas, 1870-1970* (Wichita, KS: Wichita Historical Museum Association, Inc., 1969) 163-164.

[19] Tully, 19.

[20] Ibid., 21.

[21] *Wichita Eagle* (14 May 1932) 5; (14 October 1933) 2.

assisted Wichita, the state, and the nation by creating programs that funded public improvement projects and provided work for the unemployed as well. These agencies were part of Franklin Roosevelt's "New Deal," a term coined during his acceptance of the Democratic party's nomination to the presidency.

"I pledge you, I pledge myself, to a new deal for the American people."
Franklin Delano Roosevelt

Immediately after his inauguration in March 1933, Roosevelt took action by declaring a national bank holiday. The purpose of this holiday to was place a short moratorium on the bank closures that were sweeping the nation. For some, it was too late, as the Depression continued to worsen before some of Roosevelt's other measures could take effect. There were thirteen banks in Wichita just before the crash in 1929. Only six remained to reopen in 1933 after the moratorium.[22] Some, like the Union National Bank building, were sold at a sheriff's sale, to satisfy their judgements.[23] The greatest impact the holiday may have had was on the nation's mood – here, finally, was a president that would take action. Indeed, no one can accuse his administration of inaction. In his first one hundred days of office, Roosevelt created a virtual "alphabet army" of New Deal programs. These programs provided millions of dollars for jobs and public projects; more importantly, they brought a hope to an impoverished nation.

Franklin Roosevelt's administration addressed the problems of the nation with a basic three-pronged approach: relief, reform, and recovery. A number of New Deal programs were regulatory in nature, affecting banking, business, labor, the stock market, prices, agriculture and business loans, and farm subsidy programs. Other New Deal programs sought to alleviate the immediate problem of relief for the unemployed, which was undertaken in two ways. The first was to provide direct relief to families, many of whom had been out-of-work for years. Second, the New Deal initiated several programs that provided work for the unemployed through public improvement projects. Some of the projects were service-oriented, such as canning and sewing projects, hot school lunch projects, and white-collar jobs. Others put people back to work on the construction of public buildings and works projects. Some of the most common construction agencies were the Civilian Conservation Corps (CCC), the Public Works Administration (PWA),

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[22] Kay Kirkman, *Wichita: A Pictorial History* (Norfolk, VA: Donning Company, 1981) 103.

[23] *Wichita Eagle* (17 September 1933) 5.

and the Works Progress Administration (later the Works Projects Administration, or WPA). Other less common programs included the National Youth Administration (NYA).

In spite of Wichita's general reluctance to accept federal intervention and its preference for private action instead, all of the New Deal programs – not just those that constructed public projects – significantly impacted the city's economy during the Depression. As Craig Miner noted in *Wichita: The Magic City*, New Deal programs were enthusiastically accepted by the city government "as a way not only of surviving with minimal disturbance from the unemployed, but actually constructing with federal help long delayed projects that would be important to Wichita's prosperity in the post-emergency years." Furthermore, it did not want "to let hard times deprive it permanently of its reputation as a progressive place."[24] So the city took full advantage of the offer of federal funds for relief and recovery. In addition to direct relief, much of the federal assistance went towards projects that not only put people back to work, but built civic projects that would last through to the next century.

Wichita jumped on the bandwagon of support for the New Deal, which was relayed in a December 1933 issue of the *Eagle*, which printed a full-age portrait of Roosevelt with a caption "Mr. President – Wichita is Behind You." The reason for the support was obvious. Within less than a year of existence, Roosevelt's New Deal programs had already benefitted the city of Wichita by putting 2,800 people back to work in private business, increasing the city payroll by $170,000 monthly, putting 4,700 back to work on civil works projects in Wichita at a weekly rate of $12, loaning over $40 million from the Wichita Regional Agricultural Credit Corporation to farmers in four surrounding states, and providing 600 home loans for area residents by the Home Owners Loan Corporation.[25]

Although many of the foundations for Roosevelt's New Deal programs were established by the mid-1930s, the effects of the Depression were far-reaching, and would take years to overcome. Furthermore, nature continued to assault the Great Plains. Dust storms plagued Wichita throughout the mid-1930s, with the worst dust storm the city had seen occurring on April 11, 1935. This storm suspended about five million tons of sediment over a 78 square kilometer area near Wichita. An all time record high temperature of 112.3 degrees Fahrenheit was set on July

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[24]Miner, 181-182; 179.

[25]Ibid., 181.

18, 1935, and dust storms still affected the city in 1937.[26] Thus federal support for Wichita's economy through New Deal programs increased even more in the latter half of the thirties. In 1934, over $25 million was spent on relief in Sedgwick County. By 1935 relief programs in Wichita, with over sixty case workers hired to handle the paperwork, were a major part of the economy. It was estimated 25,000 people in Sedgwick County were dependent on these programs, approximately one quarter of the county's population. When the WPA became active in 1935, the amount of federal involvement in the local economy grew even more. Between 1935 and 1940, this one agency alone spent $8,500,000 in Wichita and at one time employed 3,000 local people.[27] Wichita's population began to rise again, albeit slowly. One theory for this might be the exodus of families from the surrounding agricultural region into the city in hopes of obtaining work, either through private employment but more likely through one of the many large New Deal work-relief projects in Wichita.

When Franklin Roosevelt came to Wichita prior to his reelection in 1936, he was warmly greeted by the citizens. His speech was held at Lawrence Stadium, a public project which had employed hundreds of out-of-work Wichita men during its construction – initially a Civil Works Administration project and later expanded with two Federal Emergency Relief grants.

President Franklin Roosevelt and First Lady, Eleanor, soon after arriving at Union Station in 1936. From the Wichita Public Library Local History Section, wpl_wpl60.

Near the end of the 1930s, Wichita's economy began to rebound earlier than some other areas of the country. The development of oil fields nearby helped, as did the renewed growth in the aircraft industry at the end of the decade. Employment in Wichita's aircraft

[26] *Wichita Eagle* (11 April 1935) 1; (19 July 1936) 2; (16 February 1937) 12.

[27] Miner, 182.

factories tripled from the previous year in 1940, reaching 4700.[28] With the nation gearing up for war, that number exploded in the following year. Many could thus successfully argue that Roosevelt's New Deal programs were not responsible for lifting Wichita out of the Depression. However, for the individual families that received direct assistance, loans, or employment, the New Deal carried them through the difficult times of the Depression and the Dust Bowl. Furthermore, without the construction of public projects funded and built by New Deal programs, Wichita would have been ill-prepared to face the boom years that would follow. The city was able to put the devastating years of the Depression behind it as it continued to use New Deal projects in the coming decades, ranging from countless road and park improvements, extensive expansion of the municipal university, a new art museum, and a new water softening system and filtration plant.

The New Deal & America's Youth: the National Youth Administration

Roosevelt created the National Youth Administration (NYA) in 1935 after lobbying by his wife, Eleanor Roosevelt, for a program designed to assist the nation's youth. Since other New Deal programs were not able to deal with the large numbers of unemployed youths, the First Lady and others feared that these jobless youth would move towards radicalism or other partisan political groups.[29] Keeping the nation's youth busy and in school were thus seen as critical benefits for a program geared specifically towards high school and college age students. Authorized under the Emergency Relief Appropriation Act of 1935, the NYA was designed to meet the employment and educational needs of the nation's youth. It allowed 620,000 college students to continue their education, and provided part-time jobs to 1,514,000 high school students and 2,677,000 jobs to out-of-school youths.[30] The NYA eventually assisted far more youth than the Civilian Conservation Corps, and at a fraction of the cost since the NYA workers generally lived at home while assigned to projects.

The goal of the NYA was to provide work relief and employment programs for 16 to 25 year old students or unemployed high school graduates and drop-outs. Part-time work was provided for students, both high school and college, in order to encourage them to remain in school, instead of dropping out to help support their families during the Depression. Students were given work

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[28] *Wichita Eagle* (24 November 1940), 1.

[29] James S. Olson, *Historical Dictionary of the New Deal* (Westport, CT: Greenwood Press, 1985) 367.

[30] Ibid.

which provided them with practical experience and training. This sometimes included clerical or even construction jobs, but many found positions related to their field of study. The jobs could range from NYA sponsored projects to ones that were co-sponsored by local public agencies. Initially, the largest proportion of jobs was on construction jobs that required unskilled labor. These included repairing roads, improving public grounds, and helping with other public construction projects. Later jobs included vocational training and service projects. At the federal level, the NYA set aside special funds for drought-stricken states; thus in addition to its regular allotment, the NYA program in Kansas was able to take advantage of additional funding by late 1937. Although the need for a youth program was likely greater in rural Kansas, most of the NYA programs were better suited for urban areas. To address this problem, by 1940 "resident training centers" were established to bring rural youth together with the industrial equipment usually found in the cities. Thus while CCC youths were working in remote rural settings, NYA youth often received more valuable skills in urban-industrial fields. Thus when the nation was gearing up for war in 1941 and Congress drastically cut the NYA budget, many NYA youths were able to move immediately into war industry jobs.[31]

In Kansas, the WPA program managed NYA projects. From 1935 to 1938, the state received $3,727,000, with over $2 million for work projects, and $1.7 million for student aid.[32] Both men and women were supported by the NYA in Kansas, as opposed to the CCC which provided work only for young men. Construction projects in the state included constructing recreational facilities, building roads, clearing land, and soil conservation work.

Sim Park and the New Deal

Before the onset of the Depression, the golf course, clubhouse, and Memorial Entrance to Sim Park had been completed. With the severe budgetary restrictions facing all city departments during the 1930s, however, the expansion, development, and even regular maintenance at the parks were put on hold. When Roosevelt's New Deal provided funding and workers for public projects, Wichita's parks department moved quickly to take advantage of the various work relief programs. As the largest park in Wichita's system, Sim Park was the recipient of numerous New Deal planned projects during the 1930s. Most of these were funded and constructed by the WPA, although some of the earlier projects were undertaken by the Federal Emergency Relief

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[31] Ibid., 368.

[32] Cathy Ambler, Elizabeth Rosin, and Jon Taylor, "New Deal-era Resources of Kansas," National Register of Historic Places Multiple Property Documentation Form, n.d., E-23.

Administration (FERA). FERA workers and funds were responsible for building new grass greens at the golf course in 1935, replacing the former sand greens.[33] An addition and alterations to the Sim Park Club House were originally planned as a FERA project by architect Ed Forsblom in 1934, but records are unclear as to exactly when the additions were constructed. Plans for a WPA project in 1938, revised in 1939, show a concession building, additions to club house, and shuffleboard and giant checkers area added. A utility building (demolished), also designed by Ed Forsblom in 1934, was also built at Sim Park. Several river bank improvements or protection projects for Arkansas River were carried out by the WPA in 1935, 1936 and 1937. A landscape project for the Sim Park Golf Course and adjacent grounds included an irrigation plan, revised from the original plans of Allan Craig, began in 1937. WPA #5936 involved a tank for a sprinkler system. A pump house was constructed near # 9 tee in 1937 by the WPA, and the engine and pump were installed as part of WPA project #5936 in 1938. Finally, drafting projects funded by the WPA provided a base line for the park.[34]

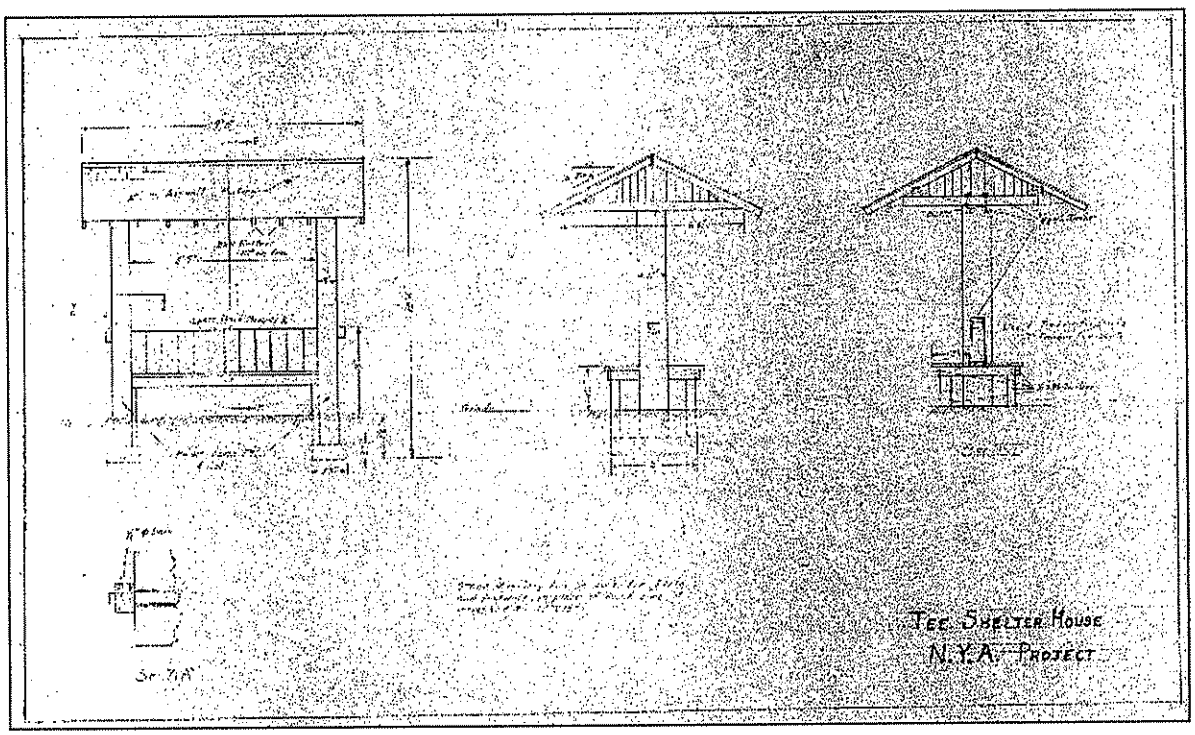
Many of the small projects at Sim Park were maintenance, and as such, left behind little physical evidence of the social programs which provided work for Wichita's unemployed. Others, such as river bank stabilization and picnic areas, are difficult to evaluate as there are no records of the actual plans for construction or alteration to the landscape. A few New Deal projects in Sim Park have been demolished or greatly altered. Of the numerous New Deal projects executed in Sim Park, the only known extant resources are the tee shelters located at Number 13, 15, and 18 tees.

The construction of the tee shelters are attributed to the National Youth Administration. NYA youth sometimes worked in conjunction with the WPA men on projects. Furthermore, as previously noted, these projects were managed by the Kansas division of the WPA. Therefore records for NYA projects are, unfortunately, not always distinguished from WPA. It is possible that the funds for the construction for the tee shelters were included in a larger park improvement project. Historic plans stored at the city's Parks and Recreation Department indicate the involvement of the NYA in the construction of tee shelters at Sim Park. As seen in the following image, the plans for a "NYA Project" tee shelter were not signed by an architect; it may even be possible that a NYA youth prepared the plans, as the drawing bears the mark of a less-trained draftsperson. The plans are for a generic tee shelter, and note that "stone masonry may be used in place of reinfor. con." if the size is increased. The regular coursed stone that was used for the

[33] *Wichita Eagle* (13 May 1935) 5.

[34] Sim Park Flat Files, Wichita Parks & Recreation Department, Wichita, KS.

construction of the tee shelters indicates a moderate level of masonry skills for the finishing of the stones – skills not likely possessed by 16 to 25 year old youth. It is therefore possible that these were leftover materials from other park projects, such as the addition to the course's clubhouse.

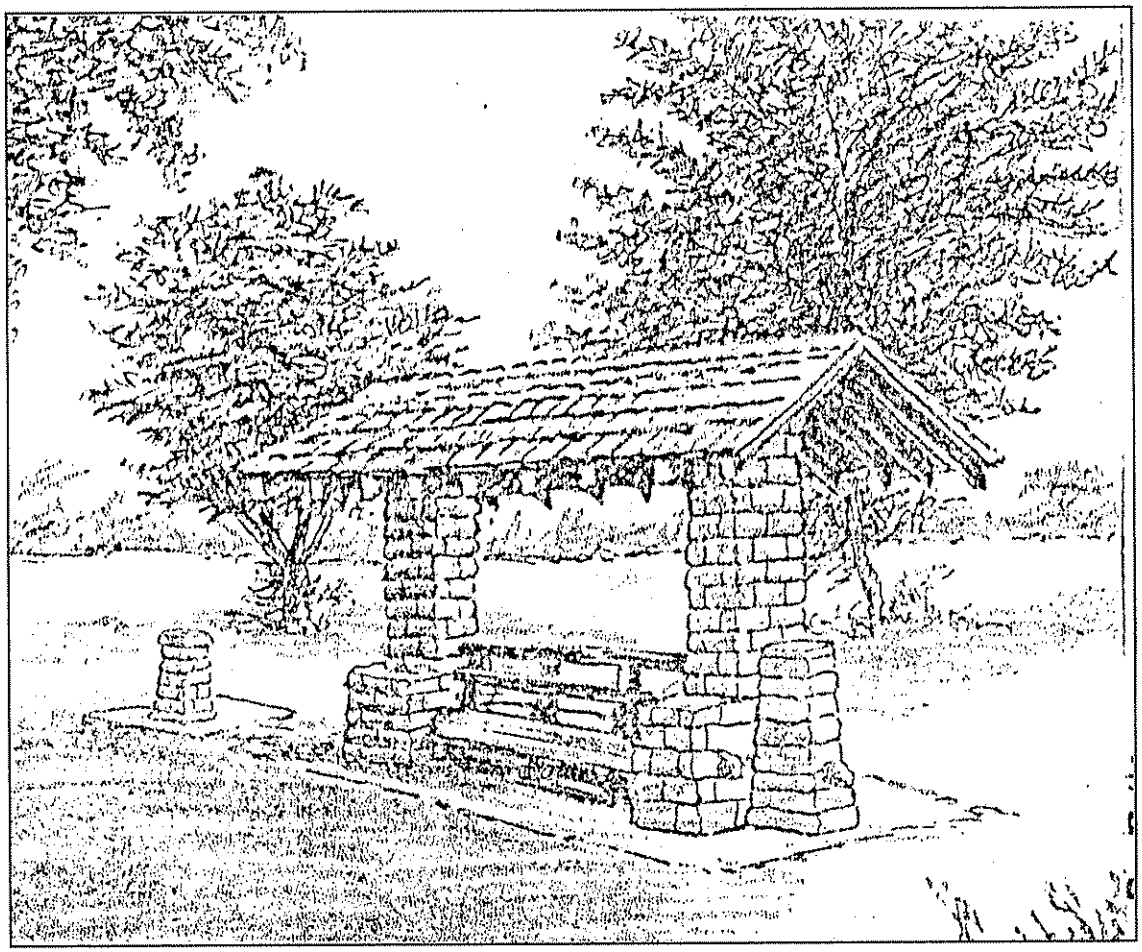


Plans courtesy City of Wichita Parks & Recreation Department

Although a 2003 inventory of Wichita's historic parks credits the designs of tee shelters and shelter stands to Wichita architect Ed Forsblom, the same study also noted that "all these structures were removed when the course was renovated in 1980-1981."[35] There are similar plans labeled "Tea House Sim Park," prepared by architect Ed Forsblom in 1939, which may indicate that Forsblom played a role in their design. It appears in both instances, however, that the plans were a starting point for the actual construction projects, which were altered as

[35] "Arthur B. Sim Memorial Recreation Park," Kansas Historic Resources Inventory Reconnaissance Form, 15 March 2003.

necessary on site, likely due to available materials, labor skills, and funding. Both plans indicate a shelter shorter in length than what was actually constructed. It may be possible that there were other shelters, possiblty demolished in the early 1980s, which were built at the size indicated.



An illustration from the Wichita Eagle in September 1940 shows the tee shelter at number 13 with a fountain (no longer extant).

The same confusion over the origin of the plans used also makes it difficult to ascertain a definitive construction date. An article from the *Wichita Eagle* on 5 September 1940 shows the

shelter house and fountain at number 13 tee, and calls it a "recent improvement for the course."[36] With Forsblom's plans dated 1939, this would support a ca. 1939 construction date. Improvements to the golf course began in 1935, though, when a FERA project built grass greens for the course in 1935. Since both the NYA and the WPA were established in 1935, a more conservative estimated period of construction would be ca. 1935-1939.

The Sim Park Golf Tee Shelters are significant as the only recorded extant structures attributed to the National Youth Administration in Wichita. The work relief programs of the New Deal provided much needed jobs for the unemployed of the city – from artists to writers, engineers to construction workers, and men, women and youth alike. The construction jobs were devoted to public or civic works, and in Wichita, ranged from the large waterworks system to the myriad projects devoted to improving the parks system. The larger projects funded by the Public Works Administration were designed to pump large amounts of money into the local economy, thereby helping the city as a whole regain its feet during the Depression. By contrast, smaller construction projects such as the tee shelters were instead designed to put a large number of people back to work on "small useful projects." Many of the programs initiated through the New Deal would serve as models for later programs; the Job Corps would find inspiration from Civilian Conservation Corps and the National Youth Administration. As with other New Deal programs, putting unemployed people to work on civic projects was not without its critics, but for the citizens of Wichita, the physical results of Roosevelt's New Deal would not only serve as tangible reminders of his experiment, but would be used and enjoyed for decades. The tee shelters are thus significant under Criterion A in the area of ***Social History*** as rare examples of an National Youth Administration construction project in Wichita, which provided relief through jobs for the unemployed youth of the city during the Great Depression.

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[36] *Wichita Eagle* (5 September 1940).

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Obtained from the online "Tihen Notes" at Wichita State University Libraries' Department of Special Collections. Dr. Edward N. Tihen's research of Wichita newspapers provides synopses of newspaper articles and identifies the newspaper and the pages on which the articles are found. Dr. Tihen's notes are found at:

<http://specialcollections.wichita.edu/collections/local_history/tihen/index.asp>

The specific newspapers cited and page numbers containing the articles are below.

Wichita Beacon.
29 March 1932, p. 10.

_____*Wichita Eagle.*
1 January 1932, p. 2.
7 January 1932, p. 5.
3 April 1932, p. 5.
14 May 1932, p. 5.
7 October 1932, p. 5.
2 November 1932, p. 1.
7 February 1933, p. 5.
31 March 1933, p. 3.
1 April 1933, p. 1.
17 September 1933, p. 5.
14 October 1933, p. 2.
29 November 1933, p. 5.
28 December 1933, p. 3.
11 April 1935, p. 1.
21 June 1936, p. 7.
9 July 1936, p. 2.
16 February 1937, p. 12.
24 November 1940, p. 1.

VERBAL BOUNDARY DESCRIPTION

The property consists of three discontiguous rectangular parcels measuring 38 by 27 feet, whose northwest corner is 15 feet northwest of the northwest corner of the stone foundation of each tee shelter, and whose southeast corner is 15 feet southeast of the southeast corner of the foundation of each tee shelter. See accompanying map labeled "Sim Park Golf Course Tee Shelters" and UTM coordinates for exact location of each parcel.

BOUNDARY JUSTIFICATION

The property's consists of three discontiguous parcels, whose boundaries encompass only the land immediately adjacent to the tee shelters. These shelters share identical architectural and historic significance associations – all being constructed by the National Youth Administration, a New Deal program operating during the Great Depression. The surrounding golf course, on the other hand, does not have the same historical associations with any New Deal work relief programs. The golf course was initially laid out in 1919, and was changed in 1980-1981; it likely does not retain historic integrity as well.

The following information applies to photographs 1-5:
Photographer: Deon Wolfenbarger
Date of photographs: 6/28/2006

The following information applies to photographs 6-7:
Photographer: Kathy Morgan
Date of photographs: 9/7/2006

The following information applies to all photographs:
Location of negative: Wichita-Sedgwick County Metropolitan Area Planning Dept.
City Hall, 10th floor
455 N. Main
Wichita, Kansas 67202-1688

Photo #	Description of View
1.	Looking north at No. 13 tee shelter
2.	Looking northwest at No. 13 tee shelter and fairway
3.	Looking southeast at No. 13 tee shelter
4.	Looking northeast at No. 13 tee shelter and tee
5.	Looking east at No. 13 tee shelter

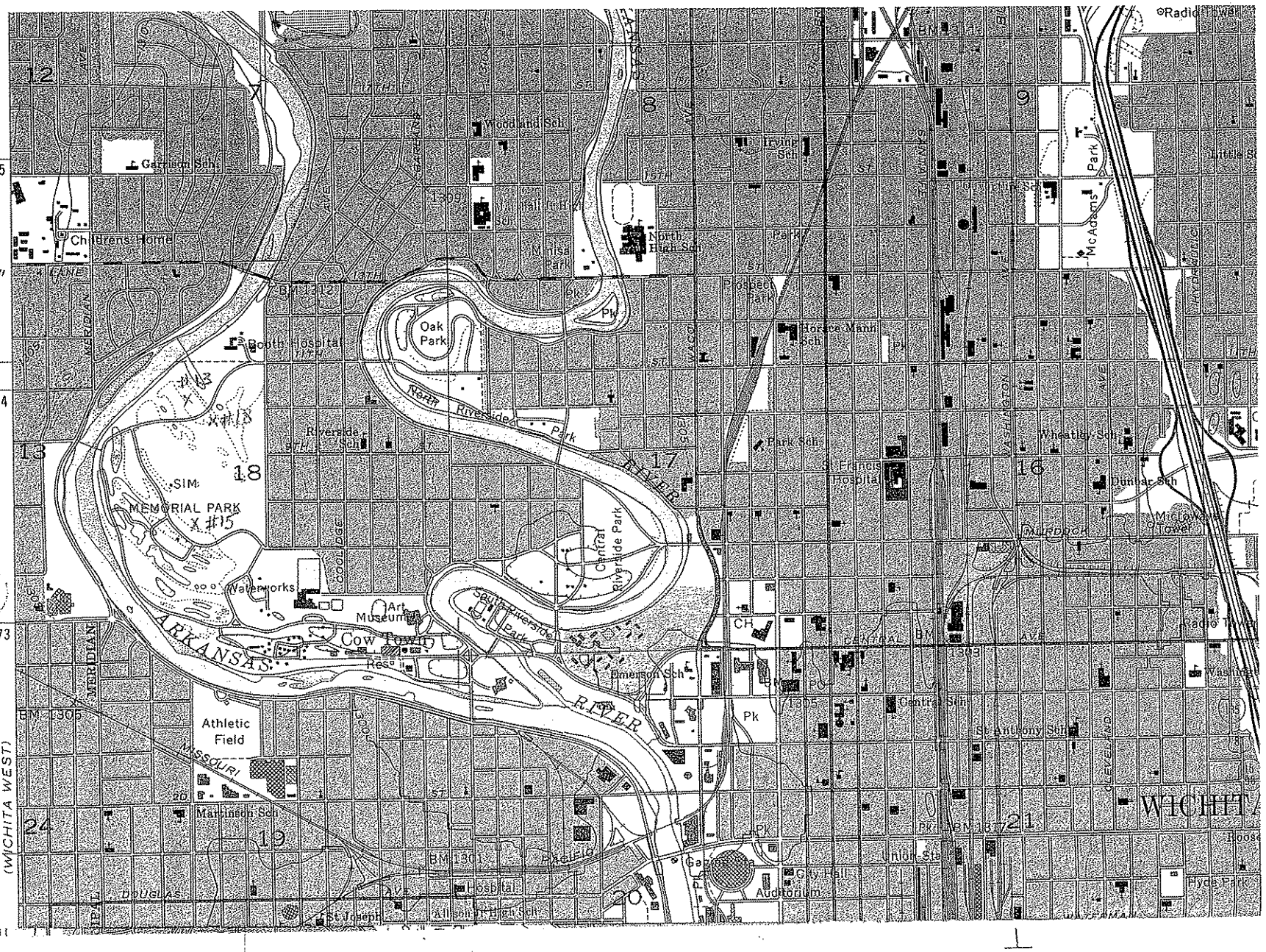
Sim Park Golf Course Tee Shelters

Shelter # 13: (1)

14: 644001E
4173930N

Shelter # 15: (2)

14: 644028E
4173408N

Shelter 18 (3)

14: 644113E
4173552N